The Troubled Families Programme

Evaluation findings and reflections on the future
March 2019

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What is the Troubled Families Programme?

The programme’s key objectives:

| For Families | • To achieve significant and sustained progress with up to an additional 400,000 families with multiple, high cost problems by 2020.  
|              | • To make work an ambition for all troubled families. |

| For Local Services | • To transform the way that public services work with families with multiple problems to take an integrated whole family approach.  
|                    | • To help reduce demand for reactive services. |

| For the Taxpayer | • To demonstrate that this way of working results in lower costs and savings for the taxpayer. |
Every troubled family has at least two of six nationally defined problems to be eligible for the programme:

- Poor school attendance
- Crime and anti-social behaviour
- Children who need help
- Worklessness and financial exclusion
- Domestic violence and abuse
- Mental and physical health problems
A rethink of how services interact with families in need

Untransformed services

Education welfare

Mental health services

Police

Child

Mum

Dad
A rethink of how services interact with families in need

TF model of working

Mental Health worker

Keyworker

Family

Drug & alcohol services

Housing trust

Education welfare

Police
Working with families with complex problems

Individuals in the first five cohorts of troubled families on which we have linked administrative data for are significantly more complex than other individuals in the general population.

<table>
<thead>
<tr>
<th>Adults were</th>
<th>Children were</th>
<th>Adults were</th>
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<tbody>
<tr>
<td><strong>5 times</strong> more likely to be claiming benefits in the last year</td>
<td><strong>3 times</strong> more likely to be persistently absent in the last school year</td>
<td><strong>9 times</strong> more likely to have had a proven offence in the last year</td>
</tr>
<tr>
<td><strong>40%</strong> of families had a family member with a mental health issue</td>
<td><strong>Children were over 9 times more likely to be classified as a Child in Need in the last year</strong></td>
<td><strong>22%</strong> of families had a family member involved in an incident of domestic abuse or violence</td>
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Incorrect media reporting in autumn 2016 that the programme had “no impact”

- Partial reporting of one of strand of six strands of evaluation

- Five other reports which, together with NIESR’s study confirmed positive findings about families’ experience and transformation of services

- NIESR’s quasi-experimental study could not attribute positive impacts specifically to the Troubled Families Programme
The evaluation strands for the expanded phase

Impact Evaluation
Economic Evaluation

All LAs

National Impact Study (NIS)
LAs provide basic details of individuals in eligible families for matching against national data sets.

Family Progress Data (FPD)
LAs provide progress data on all families for 13 measures at 6 month intervals.

National Cost Benefit Analysis

5 LAs

Case Study Area qualitative research
Case study work in 5 LAs to understand system transformation and family working.

19 LAs

Family Survey
Survey across 19 LAs of 1,000 families before and after intervention.

Evaluation also includes an online survey of Troubled Families Programme staff in all local authorities.
The evaluation of the expanded phase in context

An NAO study found:

- 6,000 analytical reports produced by government
- Only 300 impact evaluations (5%)
- Under half assessed as being good quality (i.e. had a counterfactual/comparison group)
- Evaluated <1% of total government spending
- Troubled Families evaluation an exception
Children in need of help
Reduced the proportion of children that are looked after children from 2.5% to 1.7%; or 32% decrease at 19-24 months after joining the programme.

Crime
Reduced the proportion of: adults receiving custodial sentences from 1.6% to 1.2% (25% decrease); juveniles receiving custodial sentences from 0.8% to 0.5% (38% decrease); and juvenile convictions from 4.6% to 3.9% (15% decrease) 19-24 months after joining the programme.

Worklessness
Reduced the proportion of adults claiming Jobseeker’s Allowance 19-24 months after joining the programme from 10.5 to 9.3% or an 11.4% decrease.
For every £1 spent, the programme delivers £2.28 of public value benefits.

For every £1 spent, the programme delivers £1.51 of gross Fiscal Benefits.

Cost benefit analysis
Based on the GMCA unit cost database:

Costs and Benefits per family

<table>
<thead>
<tr>
<th></th>
<th>Costs</th>
<th>Benefits</th>
<th>Net benefits</th>
</tr>
</thead>
<tbody>
<tr>
<td>Fiscal Case</td>
<td>£2,300</td>
<td>£3,484</td>
<td>£1,184</td>
</tr>
<tr>
<td>Economic Case</td>
<td>£2,300</td>
<td>£5,245</td>
<td>£2,945</td>
</tr>
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The Service Transformation Maturity Model

- **Early**
  - Delivery, structures and processes: No integration of services; little / no data sharing
  - Leadership
  - Culture
  - Workforce development
  - Strategy

- **Developing**
  - Delivery, structures and processes: Services are separate but professionals work together across agencies
  - Leadership
  - Culture
  - Workforce development
  - Strategy

- **Maturing**
  - Delivery, structures and processes: Multi-agency structures are in place to coordinate separate approaches
  - Leadership
  - Culture
  - Workforce development
  - Strategy

- **Mature**
  - Delivery, structures and processes: Effective integrated working; shared priorities and pooled data
  - Leadership
  - Culture
  - Workforce development
  - Strategy
The Service Transformation Maturity Model

Early
- The family experience
- Leadership
- Culture
- Delivery, structures and processes
- Workforce development
- Strategy

Developing
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Maturing
- Multi-agency structures are in place to coordinate separate approaches

Mature
- Effective integrated working; shared priorities and pooled data

Area self assessment 2017 - 2018
Reflections on the future

- Programme will end March 2020 – will areas continue to invest in prevention?
- Leadership – transformation is a choice
- Data: the basics and the future; systems and sharing; perceptions of predictive analytics
Reflections on the future

- Strategy – tying early help in to wider goals for places
- Workforce development – prestige of family support workers; common practice and quality assurance across professions
- Delivery structures: smoother step down, co-location, single case management between social care and EH
Reflections on the future

- Building community resilience
- Assessment of PbR and earned autonomy
- Name change?
Troubled Families Programme: Evaluation findings and reflections on the future

Questions and discussion

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